

DOCUMENT RESUME

ED 183 547

SP 015 757

TITLE A Framework for Planning Statewide Staff Development to Enhance Student Learning.

INSTITUTION West Virginia State Dept. of Education, Charleston.

SPONS AGENCY Office of Education (DHEW), Washington, D.C. Teacher Corps.

PUB DATE Aug 79

CONTRACT 300-78-0066

NOTE 93p.; For related documents see SP 015 723, SP 015 756.

EDRS PRICE MF01/PC04 Plus Postage.

DESCRIPTORS Academic Achievement; *Educational Finance; Inservice Teacher Education; Needs Assessment; Professional Development; Program Costs; *Program Development; *Program Planning; School Personnel; *Staff Improvement; *Statewide Planning

IDENTIFIERS *Four States Project

ABSTRACT

This document presents a framework for planning a statewide program for staff development of education personnel. It is primarily intended for use by state department of education personnel. There are three sections. The first gives a perspective on statewide staff development, problems involved in planning, and the issues to be considered, such as the differing roles and responsibilities of staff, the focus of the development program, and funding. In the second section guidelines are presented for forming planning teams. The last section gives detailed information on developing a statewide plan, identifies the successive phases of planning, and presents the seven generic components of a statewide plan for staff development. A bibliography is appended along with the information collection worksheets and questions used in developing this framework. (JD)

* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *

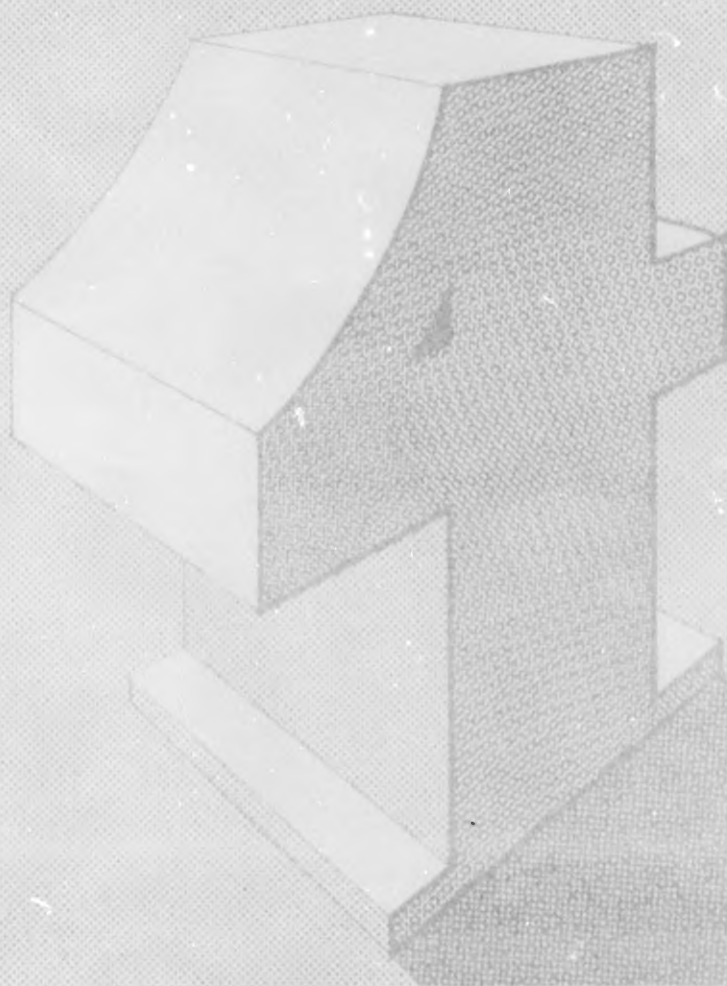
ED183547

A Framework For Planning Statewide Staff Development To Enhance Student Learning

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY.

The Four State Project



Michigan - New York - Oregon - West Virginia

SP015757

**A Framework For
Planning Statewide Staff Development
To Enhance Student Learning**

**Developed as Part of
THE FOUR STATE PROJECT**

August 1979

Prepared in accordance with Contract Number 300-78-0066 between the Department of Health, Education, and Welfare (through the Teacher Corps Program of the U.S. Office of Education) and the West Virginia Department of Education.

MAR 19 1980

FOUR STATE PROJECT STEERING COMMITTEE

Michigan

Paula Bricton, Supervisor, Professional Development
Barbara Ort-Smith, Associate Superintendent for Libraries and
Extended Learning
Dian Shaw, Facilitator

Department of Education
Teacher Preparation and Professional Development
P. O. Box 30008
Lansing, Michigan 48909

Thomas Ryan, Co-chairman State Advisory Council

Education and Professional Development
Western Michigan University
Kalamazoo, Michigan 49008

Larry Lage, Co-chairman State Advisory Council

906 Fernwood
Royal Oak, Michigan 48067

New York

Alvin Lierheimer, Associate Commissioner for Higher Education
Vincent Gazzetta, Director, Division of Teacher Education and
Certification
Charles C. Mackey, Jr., Supervisor of Teacher Education
Richard Lang, Facilitator

State Department of Education
Division of Teacher Education and Certification
Room 5A 11 Cultural Education Center
Empire State Plaza
Albany, New York 12230

Oregon

Lee Wells, Specialist, School Standardization
Betty Fish, Director, Center for Program Coordination
Don Egge, Associate Superintendent for Instructional Service

Oregon Department of Education
942 Lancaster Drive, N. E.
Salem, Oregon 97310

Del Schalock, Facilitator

Teaching Research Division
Oregon State System of Higher Education
Monmouth, Oregon 97361

West Virginia

Phil Suiter, Assistant State Superintendent
Nicholas Hobar, Director, Division of Professional Development Systems
Jerry Moore, Facilitator

West Virginia Department of Education
Bureau of Learning Systems
1900 Washington Street, East
Charleston, West Virginia 25305

FOREWORD

This document presents a framework for planning the statewide staff development of education personnel, where staff development is defined as "any planned and organized effort to provide educational personnel with the job-related capacities needed to facilitate improved student learning and performance." Considering the scope and potential impact of staff development programs, it is crucial that these programs be well planned. It is hoped that this document will be useful as a general guide to the developmental phases and components of statewide staff development.

Background and Goals of the Four State Project

The Four State Project resulted from the U. S. Office of Education funding an unsolicited proposal written by staff members of the West Virginia Department of Education. The proposal was written in response to a request from the Chief State School Officers of Michigan and West Virginia. It was written and submitted in September 1977 and was approved by U. S. Commissioner of Education Boyer in May 1978. He directed the Teacher Corps Office to supervise the project. The assumptions of the project, its outcomes, funding, and the participation expected of the member states are detailed in the proposal.

The goals of the project were (1) to develop a framework for statewide planning for staff development, (2) to submit the state plans for staff development for each of the states involved in the project, and (3) to provide technical assistance documents. This document is the framework specified above.

Assumptions of Four State Project Proposal

To define the context within which the steering committee operated, the basic assumptions of the Four State Project are listed.

1. Public schools exist to facilitate learning by students.
2. Staff development of educational personnel is essential for student learning.
3. Education designed to improve the job performance of educational personnel and to enhance student learning should be a continuing, developmental process called staff development.
4. Staff development should be based primarily on the needs of students and educational personnel.
5. All educational personnel should have equal access to staff development.
6. Techniques and methods used for conducting staff development activities should be congruent with fundamental principles of effective teaching and learning.
7. Assessment, evaluation, and research are essential components of effective staff development programs.
8. A reward system is an integral part of staff development programs.
9. All institutions, organizations, agencies, and individuals having a concern in the establishment of a statewide staff development system should be involved in developing the state plan.

States Involved

The West Virginia Department of Education was designated as the contractor of the project. Designated as subcontractors were the state departments of education in Michigan and New York and the Teaching Research Division of the Oregon State System of Higher Education. The four states were selected because they were at different stages in developing their plans for staff development. The state department of education in each member state was asked to appoint a steering committee of four members to represent the state on the project steering committee. One steering committee representative from each state was designated as a facilitator to coordinate the in-state and interstate activities of the project. The project steering committee met four times (once in each member state) as specified in the proposal in order to complete the project activities.

Project Activities

Input from a wide variety of constituent groups was solicited in the development of this framework and the individual state plans. Teachers, administrators, professional organizations, state education agency personnel, and lay citizens were contacted for recommendations which might enhance the individual state plans and the framework. Also, the Four State Project steering committee gave status reports on the project at meetings held by the National Council of States on Inservice Education, the National Association of State Directors of Teacher Education and Certification, and the Association of Supervision and Curriculum Development. Additionally, the steering committee solicited information from organizations and agencies which operate staff development programs. Also, a consultant from the American

Management Association critiqued the framework document at a formative stage and placed the goals and intent of the framework within the larger context of current social and training technology trends. Finally, professional educational organizations, such as the National Education Association, American Federation of Teachers, and National Council of States on Inservice Education were asked to read a draft of the model and make observations.

By Whom and For Whom

This document was written by the project steering committee, which included persons from state departments of education, colleges and universities, and the public schools. Since it was written by persons involved daily in staff development efforts or experienced in statewide planning for staff development, it is intended to be helpful to persons (state education agency staff members, teachers, public school administrators, and members of professional organizations) currently developing statewide plans. Such educators should benefit from this guide, which identifies the major components of any statewide staff development plan and offers specific direction on how to move a plan from conception to reevaluation.

Cautions

Four cautions are made about this document. First, it is a model, a pattern, a framework. Thus, the reader is urged to look at it as a flexible guide rather than as a rigid prescription. It is intended to give a general sense of direction; it is not to be taken as a predetermined course of action.

Second, statewide plan is defined, in this document, as "the systematic provision of needs-based job-related activities, developed collaboratively, and equally accessible to all educational personnel throughout a state." It does not imply a plan developed and imposed by the state department of education or any other single agency or organization within a state.

Third, the title of the document ties student learning to staff development. Given the results of educational research, it may be inappropriate now to assert that a direct relationship exists between staff development activities and student learning; however, the project steering committee argues that eventually a direct relationship will emerge. As educators become more knowledgeable about and skilled in delivering staff development programs, these programs will have positive effects upon the job-related performance of educational personnel and will relate directly to intended, specific student learning outcomes.

Last, staff development efforts must be viewed within the larger context of school improvement. There are variables which often counteract the positive impact of good instructors. For example, violence, vandalism, and drugs are problems which must be resolved via comprehensive school improvement plans. Staff development programs alone may not be enough.

While the framework for statewide planning for staff development presented in this document addresses some major considerations and gives general direction to the planning process, it does not answer all the questions which a particular planning group may have. Planners are urged to use the model as a guide--a point of departure--and to modify it to meet the conditions within their particular state.

Organization

This document has three sections. Section A gives a perspective on statewide staff development; Section B outlines a way to form planning teams; and Section C is a guide to developing a statewide plan for the staff development of educational personnel. While each section is self-contained, the entire document is presented in a sequence which leads the reader through the logical development of a statewide plan.

GLOSSARY

1. educational personnel - individuals employed to give instruction or educational services to public school pupils.
2. inservice - a type of staff development.
3. professional development - the comprehensive network of programs and procedures for developing and verifying competence of educational personnel on a continuum beginning with entry into an approved teacher education program and terminating with retirement.
4. staff development - any planned and organized effort to provide educational personnel with the job-related capacities needed to facilitate improved student learning and performance.
5. statewide plan - the systematic provision of needs-based job-related activities, developed collaboratively, and equally accessible to all educational personnel throughout a state.
6. student learning - an increase in cognitive, affective, psychomotor and/or performance skills resulting from schooling.

TABLE OF CONTENTS

	<u>Page</u>
Four State Project Steering Committee	i
Foreword	ii
Background and Goals of the Four State Project	iii
Assumptions of Four State Project Proposal	iv
States Involved	v
Project Activities	v
By Whom and For Whom	vi
Cautions	vi
Organization	viii
Glossary	ix
Table of Contents	x
List of Figures	xii
Section A: A Perspective on Statewide Planning For Staff Development	1
Introduction	1
Problem	2
A Context for Planning	3
Issues	5
Responsibility	5
Roles	5
Focus	6
Access	6
Funding	7
Phases and Generic Components of a Statewide Plan for Improving Student Learning Through Staff Development	7
Section B: Forming Planning Team(s)	9
Introduction	9
Guidelines for Forming Planning Team(s)	11
Section C: Developing A Statewide Plan	12
Introduction	12
Preplanning Activities	14
Identify Impetus	14
Specify Assumptions	16
Identify Policy Issues and Concerns	16
Initiate Activities	17
Planning a State Plan	18
Determine Status of Staff Development	18
Analyze the Information	19

Draft Assumptions and Goals	21
Specify the Objectives of the Plan	21
Constructing the State Plan	24
Key Areas of Recommendation	24
Compiling the Recommendations into a Plan	30
Adoption of the State Plan	30
Implementing the State Plan	33
Orientation	33
Training People to Implement the Plan	34
Putting the State Plan in Operation	34
Evaluating the State Plan	37
Continuous Renewal of the State Plan	44
Basic Considerations	44
A Strategy for Continuous Renewal of the State Plan	45
Afterword	48
About this Document	48
Looking Ahead	49
A Brief Note from the Authors	49
Selected Bibliography	51
Appendix: Information Collection Worksheets and Questions	55

LIST OF FIGURES

<u>Page</u>		
Figure 1:	A Guide to Forming Planning Team(s)	10
Figure 2:	Interrelationship of Developmental Phases and Generic Components of Statewide Plan	13
Figure 3:	Cyclical Nature of the Developmental Phases	15
Figure 4:	A Sample Information Collection Worksheet	20
Figure 5:	The Flow of Activities in the Planning Phase	23
Figure 6:	An Adoption Strategy for a State Plan for Staff Development	31
Figure 7:	A Planning Matrix for Putting the State Plan in Operation	36
Figure 7a:	Needs Assessment Task	36
Figure 7b:	Technical Assistance Task	36
Figure 8:	Interrelationship of Evaluation Generic Component and Evaluation Portion of the Implementation Phase	38
Figure 9:	Evaluation Structure	40
Figure 10:	Needs Assessment Portion of the Evaluation Structure	42
Figure 11:	A Strategy for Analyzing the State Plan During the Continuous Renewal Phase	47

SECTION A: A PERSPECTIVE ON STATEWIDE PLANNING FOR STAFF DEVELOPMENT

Introduction

In order to respond to changing educational needs, the burden of maintaining quality education has fallen most heavily on the teachers, administrators, and school board members in local schools across the nation. The critical question they face is, "How do we provide the best possible education for our children given the current economic difficulty, the current facilities, and, most importantly, school staffs which are insulated from the traditional stimulants for change such as turnover in staff and mandatory renewal through college credit?"

Traditionally, the motivations to public school staffs have been certification regulations, advancement on the salary schedule, and dedication to the profession. Generally, public school teachers and administrators have been self-motivated in their continued professional development. In many ways, the current emphasis on statewide staff development is a response to this self-motivation; for it (staff development) will provide public school educators with another option for their continued development.

State education agencies have a vital role to play in providing leadership and coordination as educators face the issue of the professional development of school personnel. Because of a nation-wide interest in providing programs to assist school personnel in meeting the educational needs of children, a state education agency should take an initiative to ensure the quality of education in its state by exercising

leadership in creating options for the staff development of educational personnel.

Problem

In the past, the educational community relied upon individual educators to take the initiative for their own continued professional growth. Motivated by certification requirements and salary benefits, educational personnel enrolled in graduate programs at colleges and universities. The graduate programs were designed to serve educational personnel from many schools who probably would move to several different schools during their careers. Often, the programs were not designed to address the needs of specific school systems.

As school staffs have become less mobile, traditional motivational factors, such as certification requirements and salary increments, have become less important. For example, the Michigan plan for staff development indicates that approximately 77% of Michigan's 100,000 public school teachers have met all requirements for full continuing certification, and over 75% have reached the top of their local salary schedules. At the same time, teachers, individually and collectively, have voiced their need for continual, well-planned, job-related programs to meet their needs as well as society's expectations for public education.

The problem is:

How does a state effectively utilize its human, physical, and financial resources to meet the needs of students through staff development efforts?

A Context for Planning

As planners from each of the four states worked to establish their statewide plans for staff development, they encountered common circumstances, incidents, and variables which provide a context for planning staff development. Working within this context should increase the probability that a successful staff development plan will be designed and implemented. Also, understanding the context should help planners to work efficiently.

The Four State Project steering committee has defined the context based on beliefs and assumptions, including the following.

1. Staff development programs should be designed to achieve many objectives; however, a primary objective must be the enhancement of student learning.

2. The confusion over control of decision-making in education has blurred traditional relationships among education agencies, associations, and institutions. The confusion must be eliminated because successful staff development requires a collaborative effort and clear definition of roles and relationships among the groups involved in and affected by the process.

3. Concern is increasing for the total professional development of educational personnel including the continuity between initial preparation programs and staff development programs.

4. Economic conditions indicate that staff development will compete for support with other programs within increasingly restricted budgets.

5. Staff development is a political process in which competing groups vie for influence and/or control.

6. The traditional incentives of continuing certification and salary increments are losing their dominance; nevertheless, educators still recognize they need continual professional development.

7. A growing body of research (see references in the Bibliography) indicates that successful staff development programs are based on the following principles:

- a. Educators will benefit more from programs in which they choose the goals and plan the activities than from pre-planned programs.
- b. School-based programs will have more influence on educators than programs located on college campuses or other external sites.
- c. The objectives of programs should be stated as specific competencies or outcomes.
- d. If programs are to affect student learning and the school system, an educator's personal goals/needs and those of the school should be congruent.
- e. By including a variety of experiences rather than a single set of activities, trainers will accomplish their objectives more effectively.
- f. Staff activities related to job assignments are most effective when adequate time is provided for these activities within the daily work schedule.
- g. Using a systematic model of program development, implementation, and evaluation will produce effective programs.

- h. Effective programs are based on principles of effective teaching and learning (i.e. needs-based content, site-based delivery, demonstration of skills, active participation in learning, practice of skills, and continuous feedback).

Issues

A number of common issues were encountered by each of the four states in developing their statewide plans. The issues are presented here to provide further perspective on the development of statewide plans in general.

Responsibility

Fixing responsibility for planning and implementing the plan is the first issue to be considered. It surfaces as the need for a state plan is identified and planning begins. An efficient way to begin is to designate the responsibility for the planning process within the state education agency or with a select group representative of the educational community. The ultimate success of a statewide plan will require the support of many groups, however. Experiences of the four states indicate that early and full involvement of groups likely to affect or be affected by the plan will ensure the development of an acceptable plan.

Roles

Roles appropriate for all individuals, agencies, associations, and institutions to be involved should be defined and agreed upon early in the planning process to ensure participation and eventual support. The role of the state education agency in staff development should be derived from its statutory responsibilities and mission statement. The

state agency should facilitate the conditions necessary to provide a collaborative approach to staff development which effectively addresses state, regional, local, and individual needs by coordinating the use of existing and new resources. In order to have a collaborative system, the roles of teacher and administrator organizations, institutions of higher education, and local and intermediate education agencies in the planning and implementation of a statewide plan for a staff development must be defined.

Focus

Another issue concerns the focus of program content and delivery. Planners will want to consider the scope and variety of existing staff development programs in order to specify the objectives and delivery system for their program. Questions such as the following need to be answered: Should the plan contain mechanisms to satisfy staff needs emerging at the national, state, local, and individual levels? Should the focus of the planning be on a state system where needs identification and program delivery are state department of education functions? Should the system center primarily on local and regional needs and program delivery, with the state department of education offering facilitative leadership within its legal responsibilities?

The focus issue may not be resolved easily. The policy implications of the decision must be considered carefully.

Access

Access refers to the availability of programs to intended recipients. Programs should be available to all the educators in the state; however, the point of access may differ. Some programs may originate locally while others may be offered statewide; planners will want to provide

such flexibility. The access issue is critical, affecting decisions about needs assessment, program development and delivery, funding, and governance. For example, the decision to make programs available to all educational personnel requires a system which offers programs at the local, regional, and statewide levels rather than at a single level.

Funding

Funding and access are inter-related; the experiences of the steering committee indicate that multiple sources of funding will be necessary to support a statewide program. The use of state grants, categorical funds, resources from institutions of higher education, local school funds, and individual tuition payments are to be considered. A critical variable in this issue is the relationship between program costs and benefits received.

Phases and Generic Components of a Statewide Plan for Improving Student Learning Through Staff Development

After considering a context for planning and resolving the issues, planning for a statewide plan for staff development can begin. The experiences of Michigan, New York, Oregon, and West Virginia led to the identification of both the phases and the generic components necessary for a comprehensive plan. A statewide plan should include at least seven components: governance, needs assessment, program delivery, outcomes, rewards/incentives, evaluation, and funding. Further, the planning for a statewide system will move through five phases: pre-planning, planning, construction, implementation, and continuous renewal. The phases and components will be detailed later.

This section of the prototype has provided a perspective on statewide planning for staff development. The next section will discuss how to form a planning team.

SECTION B: FORMING PLANNING TEAM(S)¹

Introduction

The composition of a planning team varies from one phase of a state plan to another depending upon the nature of the task being undertaken. Also, there is not an exclusive planning team format which is appropriate throughout the state plan. For instance, a small group in a state education agency could be the initial planning group. This group could be expanded as the plan is moved into its later phases; however, by contrast, a study commission or task force, created to study the idea of a state plan, would not be appropriate through all phases of the plan. Further, a team formed for the purpose of developing a state plan should be based on parity, collaboration, and a wide range of representation.

The purposes of this section are (1) to identify some groups which should be considered for membership on a planning team(s) and (2) to suggest a device for creating or modifying a planning team(s) as the plan is moved from inception to fruition. Figure 1 lists examples of groups to be considered and identifies the major phases of a state plan. Persons wishing to create a planning team may find Figure 1 useful in determining (1) who is to be involved, (2) the phase of the plan where the involvement will occur, and (3) the percentage of the total membership which each group will comprise. The list is not exhaustive and will vary from one state to another.

¹For the purpose of discussion in this document, reference is made to a single planning team. In some situations, it may be preferable to have more than one planning team in operation simultaneously, or a succession of planning teams. The guidelines presented are appropriate for either situation.

PHASES OF STATE PLAN REPRESENTATIVE GROUP	PRE-PLANNING		PLANNING		CONSTRUCTION		IMPLEMENTATION		CONTINUOUS RENEWAL	
	✓*	%**	✓	%	✓	%	✓	%	✓	%
LOCAL EDUCATION AGENCY TEACHERS ADMINISTRATORS SUPPORT PERSONNEL										
INSTITUTIONS OF HIGHER EDUCATION INSTRUCTIONAL STAFF ADMINISTRATIVE STAFF										
STATE EDUCATION AGENCY										
SCHOOL BOARD										
INTERMEDIATE UNITS										
PROFESSIONAL ORGANIZATIONS										
BOARD OF REGENTS										
COMMUNITY										
FEDERAL PROJECTS										

TOTAL

100%

100%

100%

100%

100%

* ✓ Indicates groups to be involved in the phase.

** % Indicates the percentage of total planning group membership to be held by representative group.

Figure 1: A Guide to Forming Planning Team(s)

Guidelines for Forming Planning Team(s)

It may be advantageous to use the following guidelines when forming a planning team(s):

1. Ensure that the team is representative of the educational community. Organizations that will be affected by the plan should be asked to appoint representatives.
2. Take care to select persons who are analytical and inclined toward solving problems.
3. Pay attention to the political realities by including influential persons on the planning team.
4. Specify the tasks of the planning team for each phase of the state plan.
5. Have the chief state school officer invite, in writing, the members of the planning team to serve.

The planning team has a vital role in determining the specifications for defining, designing, delivering, and evaluating the staff development efforts in a state. Therefore, the amount of attention paid to establishing criteria to be used in forming the team and specifying its tasks and objectives will affect the quality of the state plan. Also, the inevitable give-and-take over the issues involved in planning for staff development will be more focused and positive if it occurs within a group which is goal-oriented.

Once the planning team is formed and has begun to function, the actual development of the statewide plan should begin with the team's initiation of pre-planning activities. The team should continue to function until the construction phase has been completed.

SECTION C: DEVELOPING A STATEWIDE PLAN

Introduction

This section gives detailed information to guide the development of a statewide plan for enhancing student learning through staff development. It is organized around five phases of plan development: pre-planning activities, planning for the plan, construction of the plan, implementation of the plan, and continuous renewal of the plan. Each of these five developmental phases is essential to enhancing the effectiveness of staff development efforts.

This section also identifies the seven generic components of a state plan for staff development: governance, needs assessment, program delivery, outcomes, rewards/incentives, evaluation, and funding. Each of these components should be viewed in terms of the five developmental phases, beginning with pre-planning and culminating in any continuous renewal that may occur. Figure 2 shows, in schematic form, the interrelationship of the developmental phases and generic components of a state plan. For example, the component of governance is first addressed at the pre-planning and planning phases by studying the impetus for plan development; by identifying the assumptions on which the plan is based; and by examining data from students, professionals, the school organization, institutions of higher education, and citizens. Governance continues to be a component in the construction, implementation, and continuous renewal phases.

Figure 2 also provides a framework for viewing the sequential nature of plan development, proceeding from pre-planning through the

PHASES OF STATE PLAN GENERIC COMPONENTS	PRE-PLANNING PHASE				PLANNING PHASE				CONSTRUCTION PHASE				IMPLEMENTATION PHASE				CONTINUOUS RENEWAL PHASE			
GOVERNANCE																				
NEEDS ASSESSMENT																				
PROGRAM DELIVERY																				
OUTCOMES																				
REWARDS/INCENTIVES																				
EVALUATION																				
FUNDING																				

Figure 2: Interrelationship of Developmental Phases & Generic Components of Statewide Plan

continuous renewal phase. Each phase implies a timeframe which will be affected by forces both within and beyond the planners' immediate control. The planners' ability to encourage positive forces and neutralize negative forces will speed the plan through the sequential phases.

While the planning process has been characterized as sequential and developmental, it is cyclical, also. The insights and learning which occur as the plan is moved through its stages will be used to regenerate and invigorate the process. Figure 3 shows the cyclical nature of the process.

Pre-planning Activities

Staff development requires thoughtful planning. Care exercised in the early stages of a plan will be reflected in all subsequent stages. The false starts, dead ends, political traps, and intergroup disagreements may not be avoided completely, but they will be minimized. This subsection will deal with the activities of the pre-planning phase; its major activities and their attendant issues will be identified.

Identify Impetus

As a first step, the planning team should identify the impetus for the state plan. It may be an individual (the chief state school officer or governor), an organization (the state legislature, teacher association, or citizen group), or a series of events (the publication of school evaluations). It is important to be aware of both the impetus and the underlying motivation. Motivation may range from concern for quality education to personal ambition. Usually, motives are mixed; the better

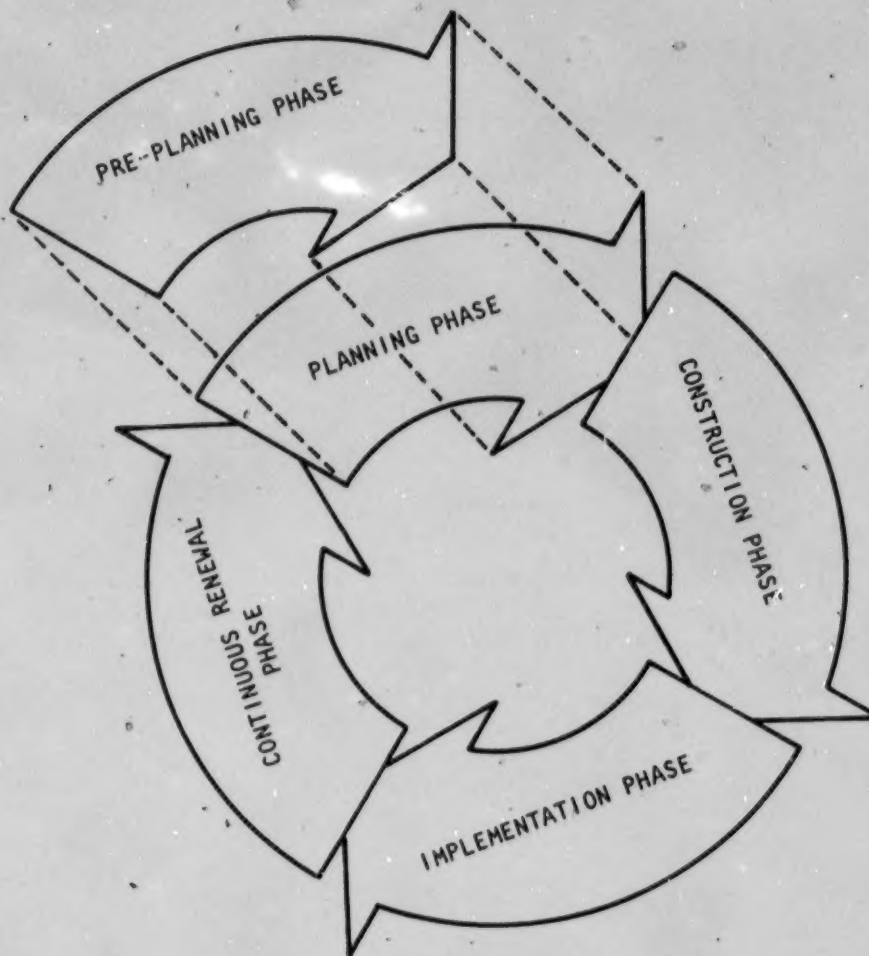


Figure 3: Cyclical Nature of the Developmental Phases

they are understood, the more likely productive role relationships will be established and planning will proceed effectively.

Specify Assumptions

After it has clarified the impetus for the state plan, the planning team will want to identify the assumptions underlying staff development in its particular state. The assumptions should be written and checked for clarity and validity. The assumptions will indicate the scope as well as the direction that the planning should take. For example, if it is assumed that a plan must be developed via the collaboration of the various constituent groups to be affected by the plan, the planning will have a different scope and direction than if it is assumed that the plan must be developed almost exclusively by the state department of education. The planning team should deliberate over the assumptions and should specify clearly the bases upon which the planning will be done. Finally, the planning team must agree to operate on the bases identified.

Identify Policy Issues and Concerns

As the planning team begins to function, it will have to address some immediate concerns. At least six concerns surface in the pre-planning phase, and the planners should begin to consider the alternatives and implications for their state. The concerns are:

1. Where does the responsibility for developing a statewide system for staff development reside specifically?
2. Which agencies, organizations, and associations are to be involved in the statewide staff development system? What is the extent of their involvement?

7

3. How will the planning activities address governance, needs assessment, program delivery, outcomes, rewards/incentives, evaluation, and funding?

4. How should an analysis of existing staff development activities be conducted?

5. How will a recommendation for financing the plan result from the planning activities?

6. How will the planning activities provide a process for gaining approval for the plan?

The concerns identified in the pre-planning phase may develop into policy issues which will be examined further in the planning phase. Alternative courses of action will have to be developed, and their implications for a particular state will have to be explored.

Initiate Activities

During the pre-planning phase, management and communications systems should be established. Tasks must be identified, timelines set, products specified, potential participants identified, budgets prepared, and logistical arrangements completed for planning and developing the state plan. The next section outlines the procedures for planning for a state plan.

Planning a State Plan

The seven generic components of any state plan for staff development are governance, needs assessment, program delivery, outcomes, rewards/incentives, evaluation, and funding. They provide the framework and direction for the planning of a state plan. By evaluating the present system for staff development via the seven generic components and by using these components as guides in the steps of the planning phase, planners will focus quickly on the information to be collected and considered, the issues to be addressed, and the goals to be set. Time will be spent collecting and evaluating only the relevant information.

A planning team will want to use the seven components as its point of departure at each of the four steps of the planning phase. The specific steps are (1) determine the current status of staff development activities in the state, (2) analyze the information, (3) write assumptions and goals, and (4) specify the objectives of the plan.

Determine Status of Staff Development

As the first step in actual planning, planners will need accurate information about staff development. Some of it will be data-based, and some of it will be based on opinion. What information to gather, how to collect it, and where it may be found are questions each planner will ask.

In order to describe the status of staff development in a given state and thereby provide some direction, planners should collect information relative to staff development from a variety of sources.

Students, educational personnel, school districts/communities, the state education agency, the federal government, institutions of higher education, and industry are examples of sources of information. The collection procedures should provide for gathering information about both the current status and the trends emerging in staff development relative to the groups or institutions just mentioned.

Figure 4 is a sample worksheet, which may be useful in collecting information. The worksheet identifies the general descriptors of current status and emerging trends, the topics to be addressed in gathering the information, the sources of information, and the method(s) to be used in obtaining the data. The sample worksheet is for gathering information about educational personnel. In addition, separate worksheets have been prepared for obtaining information about students, school districts, the state education agency, the federal government, institutions of higher education, and industry. Accompanying each worksheet is a list of essential questions which planners may want to address. A complete set of worksheets is included in the Appendix.

Analyze the Information

The second step in planning for a state plan is to analyze the information collected in step one. A possible procedure for examining the data is presented below:

1. Examine the data from the information sources (students, educational personnel, etc.) singly in terms of the descriptor current status and identify the implications for the seven generic components of a state plan (governance, needs assessment, etc.).

INFORMATION COLLECTION WORKSHEET: <u>EDUCATIONAL PERSONNEL</u>			
GENERAL DESCRIPTORS	TOPICS TO BE ADDRESSED	SOURCES OF INFORMATION	METHOD OF COLLECTION
CURRENT STATUS	1. DEMOGRAPHICS OF EDUCATIONAL PERSONNEL A. CERTIFICATION B. AGE C. DEGREE D. EXPERIENCE E. SALARY CLASSIFICATION	STATE, REGIONAL, LOCAL RECORDS	SEARCH EXISTING RECORDS
	2. INVOLVEMENT IN STAFF DEVELOPMENT A. DEGREE OF B. AREAS OF C. EXTENT OF D. INCENTIVES	STATE, REGIONAL LOCAL, INDIVIDUAL RECORDS	SURVEY OR QUESTIONNAIRE
	3. COLLEGE/GRADUATE COURSEWORK	INDIVIDUALS	SURVEY
	4. PROFESSIONAL ASSOCIATIONS	ORGANIZATIONAL POLICY STATEMENTS	SURVEY
EMERGING TRENDS	(SAME AS ABOVE)	(SAME AS ABOVE)	(SAME AS ABOVE)

Figure 4: A Sample Information Collection Worksheet

2. Examine the data from the information sources singly in terms of the descriptor emerging trends and identify the implications for the seven generic components of a state plan.

3. Examine the data from the information sources jointly in terms of the descriptor current status and identify the implications for the seven generic components of a state plan.

4. Examine the data from the information sources jointly in terms of the descriptor emerging trends and identify the implications for the seven generic components of a state plan.

5. Eliminate duplicate implications.

6. Combine similar implications.

7. List the implications under the appropriate generic component.

After the information has been analyzed, the planners should be ready to write some assumptions and goals based on the information collected.

Draft Assumptions and Goals

In the third step, planners will use the information collected and the implications identified to write the assumptions and goals of the state plan. For clarity and completeness, the planners should continue to use the seven generic components as the central reference. The assumptions and goals should address each of the generic components of a state plan.

Specify the Objectives of the Plan

The final step in the planning phase is to specify the objectives the planners have identified for each of the seven components. The result of the previous step was a list of assumptions and goals which should now be stated as objectives.

While goals are broad statements of future conditions, objectives are measurable or precise statements of future conditions. Planners will want to have the more precise objectives as the basis for their developing recommendations about the state plan.

For example, an assumption might be that staff development activities should be based on the assessed needs of students and educational personnel. The goal then is to have needs-based staff development activities. Samples of objectives which might be derived from this goal are:

- needs assessments will be conducted at least every three years.
- needs will be identified as the discrepancy between expected level of performance and current level of performance.
- needs assessments will result in specific training program objectives.

Planners should discuss each component and identify objectives appropriate to it. The final list of objectives should be condensed to eliminate duplications.

At this point, a planning team should have sufficient information and knowledge about staff development to make specific recommendations about the nature of the statewide plan. Figure 5 shows the steps of the planning phase in pictorial form. It is an outline for a planning team to follow in order to make recommendations for a statewide plan for staff development. The next section of this document will detail the areas for which recommendations should be made.

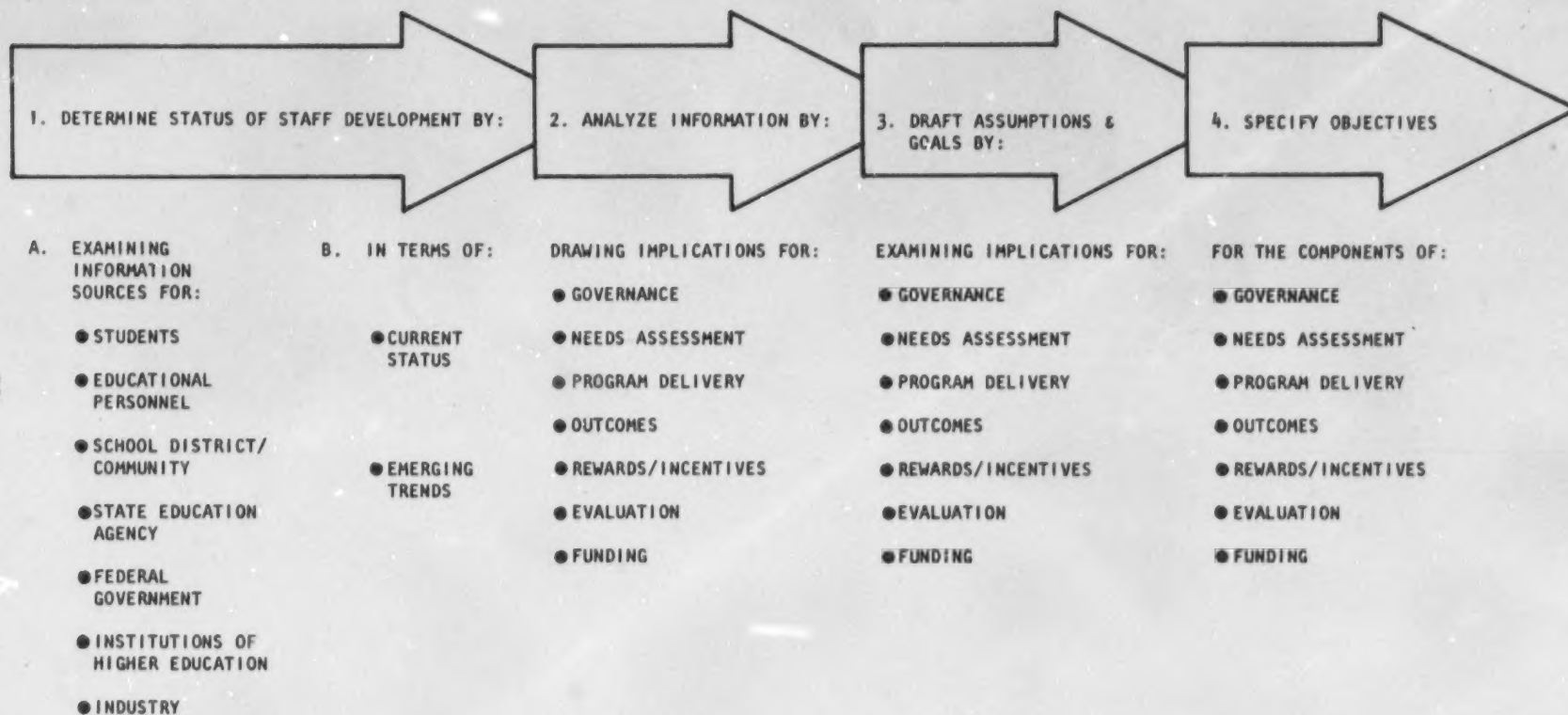


Figure 5: The Flow of Activities in the Planning Phase

Constructing the State Plan

At the completion of the planning phase, the assumptions, goals, and objectives of the state plan will have been identified in writing. Now recommendations for the specific components of the plan are to be made, and the strategy for the adoption of the plan is to be specified.

Key Areas of Recommendation

The recommendations for any state plan should address the areas of governance, needs assessment, program delivery, outcomes, rewards/incentives, evaluation, and funding. Any particular state plan may include other components of special concern in the state. Some general advice on making recommendations follows.

Governance. This is the decision-making dimension of the state plan. It includes both policy-making and management functions. The policy-making function establishes the limits within which the programs are managed. The management function is the day-to-day operation of a system and is guided by established policies.

The system of governance specifies the membership of the governing bodies; it defines the role and functions of the governing boards and their memberships; it creates and implements policy; and finally, it represents the fiscal and social accountability of the plan. A collaborative governance structure is the most appropriate form; therefore, two major considerations are (1) the process by which representatives are chosen and (2) their voting rights and strength on the governing boards.

Regardless of the final character of the governing system, there are some considerations common to all governance structures, which are as follows:

- The governing board should be representative of the persons affected by the state plan, and it might be weighted with particular categories of educational personnel (i.e., teachers or administrators).
- The roles and functions of board members should be explicitly defined.
- The power of the board should be defined precisely.
- The recommendation for the membership of the governing system should be compatible with the assumptions and goals of the plan.
- The cost of establishing and maintaining the governance system should be estimated.

Needs assessment. This is the procedure used to determine the objectives for the individual staff development activities. It is the method used to glean, from all appropriate sources, the areas of concern to be addressed in staff development programs. Needs assessment is a process which results in a product, in this instance a list of training objectives.

Some considerations common to any needs assessment are the following:

- The purpose and target of the needs assessment plan should be identified (e.g., individuals, institutions, total systems, classroom, and educational agency).
- The input variables and data sources for the needs assessment should be identified (e.g., standardized tests; federal, state, and local mandates; state and local goals for education; and the results of educational research).

- The most appropriate analysis of input data should be selected.
- The procedures used in conducting a needs assessment should be consistent with the purpose, target, and population(s).
- The data derived from the identification of needs should establish the objectives for staff development activities.
- The effectiveness of the needs assessment process should be reviewed at the local, intermediate, and state levels.
- The limitations of paper-and-pencil questionnaires should be considered when determining ways for obtaining data.
- All needs identified are not of equal importance so a priority of the needs should be established.
- Needs assessment procedures should be dynamic and responsive to changing needs.

Program delivery. The method(s) by which the objectives, derived from the needs assessment, are translated into activities offered to educational personnel is the program delivery. It should effectively transmit the intended skills to participants.

Delivery of activities may occur at the state, regional, local, or school-building levels. Some common considerations in developing program delivery are:

- That the form of the program delivery follows the function or outcome intended.
- That an existing delivery system be modified to accommodate the objectives identified through statewide planning.
- That the delivery of activities be efficient and co-ordinated.

- That the person or body in control of program delivery be identified and the specifications for offering training be clear and well publicized.
- That steps be taken to ensure that staff development activities are of high quality.
- That the qualifications necessary for persons conducting the staff development activities be clearly stated.
- That an estimated cost of the delivery system be given.

Outcomes. The results of activities for all individuals and groups involved in staff development should be stated as short, intermediate, and long range goals or program objectives. Examples of outcomes are the expectations for the state plan; the impact of the plan at the local, intermediate, and state levels; the effects of staff development training activities delivered to school staff; and the influence of staff development activities on student learning at all organizational levels.

Results to be expected from a state plan for staff development are (1) increased ability to identify staff development needs; (2) improved skills in identifying and developing training models; (3) increased coordination in program development, implementation, and evaluation; (4) greater knowledge of available resources; (5) improved access to staff development programs; (6) enhanced student learning in relation to short range, intermediate range, and long range criteria; and (7) increased confidence in staff development. Specification of outcomes is important to provide a framework of expectations for participants and to establish standards for reviewing the state plan at all levels. The following considerations should be taken seriously:

- Link outcomes of staff development activities to enhanced student learning where appropriate.
- The linkage to student learning is acceptable with the understanding that continual experience in staff development will lead to more sophisticated demonstration that student learning does in fact result from staff development activities.
- Acceptable evidence that an outcome has been attained include successful completion of an activity, satisfactory performance on a post-activity assessment, demonstrable change on the job, or enhanced student learning.

Rewards/incentives. Personal benefits which accrue to the individuals who participate in and are affected by staff development activities must be considered. Traditionally, the rewards for educational personnel have been certificate renewal and salary increments. Because more educational personnel are receiving permanent certification and being paid the maximum on salary scales, it is necessary to recognize professional development efforts in new ways. Letters of commendation, scheduling staff development activities during the school day, time off to attend professional meetings, and designations as master teacher are examples of new rewards/incentives. Even though many educators find that increased job effectiveness is reward enough for their professional development efforts, persons should be recognized in some way for those efforts.

The variety of rewards is dependent on local conditions, but may include improved school climate, higher quality of work life, increased community involvement and support of schools, a more direct involvement

for colleges and universities, and fulfillment of state education agency leadership roles.

Evaluation. It is important to examine the processes and products of the system in order to determine whether the system is doing what it is supposed to do and doing it effectively. The assumptions, goals, and outcomes of the plan are the best guide for developing recommendations in the area of evaluation. To permit the plan to be evaluated on criteria unrelated to its purposes, goals, and outcomes is unfair and counterproductive.

The recommendations for the evaluation phase of the state plan should outline procedures for addressing the following areas:

- The extent to which the state plan has been implemented; the extent to which its components are in place and functioning.
- The effectiveness of individual staff development activities.
- The effectiveness of local staff development efforts.
- The effectiveness of the state plan including public reactions to the plan and the reactions of the profession to it.
- The state plan's impact on staff performance and student learning.
- The projected use of evaluation data.

Funding. The costs of a state plan may be covered by a single source (state tax monies) or by a combination of monies (private, state, federal, and local). Any recommendations for a state plan should include a reasonably established estimate of the cost for developing and implementing the plan. The care taken in projecting the costs can be taken as evidence of the sincerity and responsibility of the planners.

Some considerations relevant to funding include the following:

- The method of funding current staff development efforts.
- The number of persons to be affected by the activities of the statewide plan.
- Reallocation of existing resources rather than adding new costs.

Compiling the Recommendations Into a Plan

The key areas of recommendation must be compiled into a clearly written document, which will be used during the process of having the plan adopted. The written recommendations will be enhanced if a variety of dissemination strategies and media (e.g., brochures, slide/tape shows, posters) are developed to inform individuals, who will be affected by the plan, about the recommendations.

Adoption of the State Plan

A well-conceived plan may never be implemented because the support of key groups or organizations is not forthcoming. Persons developing a state plan should design a strategy (1) for introducing the legislature, the public, the profession, the state superintendent, the board of regents, and the state board of education to the plan and (2) for incorporating the suggestions of these groups into the plan.

Figure 6 represents a strategy for getting the recommended plan critiqued by the groups most likely to be interested in and influential on the plan. Two purposes will be served by inviting all interested groups to react to the plan. First, the critiques of the plan will incline the planners to strengthen it. Second, since all interested groups will have an opportunity to be heard prior to the presentation of the plan in final

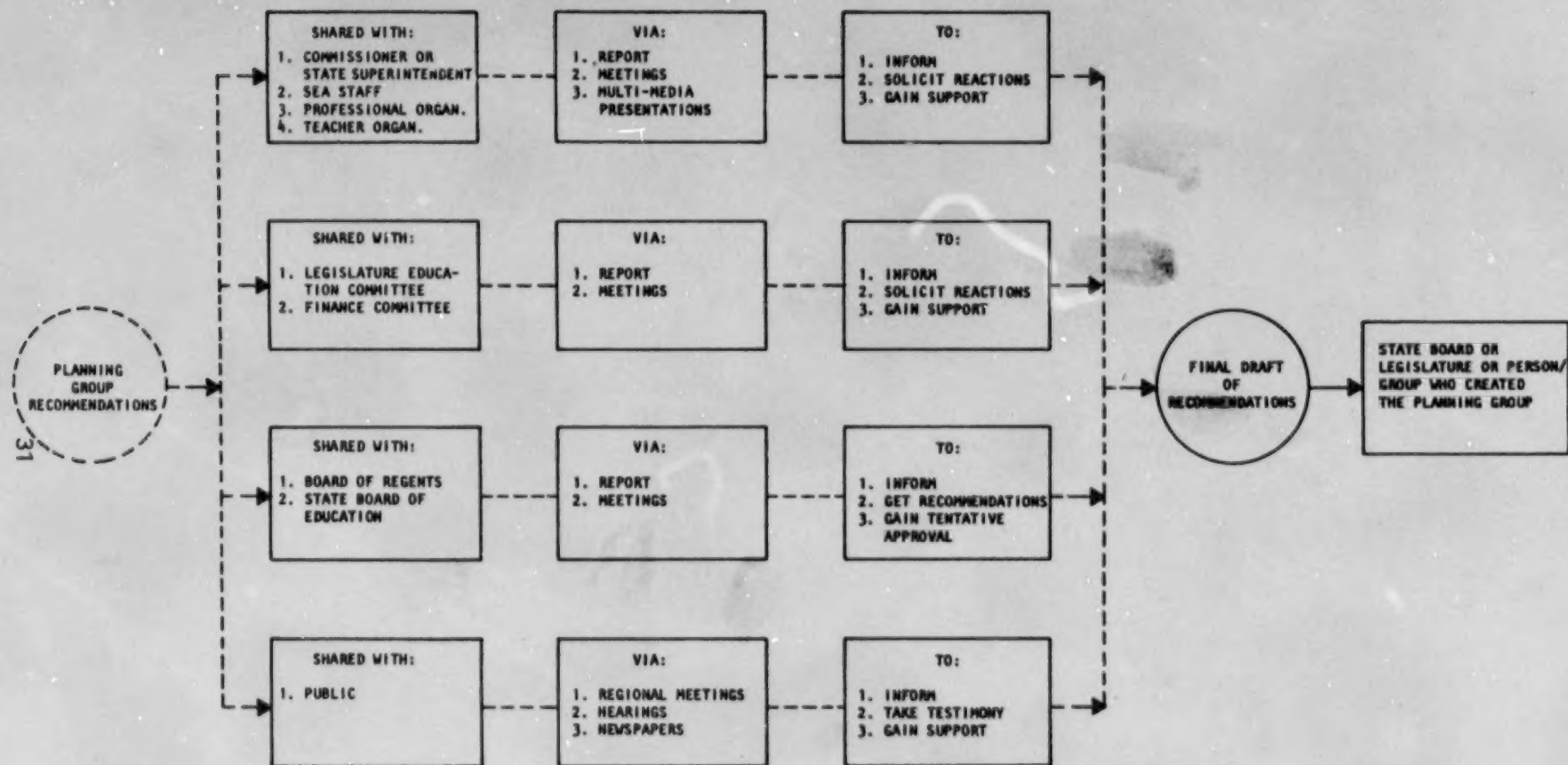


Figure 6: An Adoption Strategy for a State Plan for Staff Development

form, the groups will more likely feel some ownership of it. It will not be possible to develop a plan which satisfies all individuals; the openness of the strategy suggested in Figure 6 may be sufficient to ensure the official adoption of the state plan in a form acceptable to all persons and groups concerned.

The process suggested for adoption will also facilitate the implementation of the plan--the focus of the next section.

Implementing the State Plan

Once a state plan has been adopted, the difficult but rewarding job of implementing the plan begins. If the plan has been carefully conceived, its implementation could involve four steps: giving the plan broad exposure, training the individuals who will implement the plan, putting the plan into operation, and evaluating the plan as implemented.

Orientation

The initial step in implementing the state plan is to publicize it and to explain it to as many persons as possible. The people to be affected by the plan should be identified and given an in-depth explanation of the plan as described below.

- Identify the groups or individuals who need to become familiar with the plan.
- Develop a clear, concise description of the plan that includes the particular interests and concerns of each audience. A multi-media presentation is desirable in most instances.
- Select and train persons who are to provide the orientation.
- Schedule orientation sessions. Consider time--evening sessions often are better for teachers, board members, and citizens. Consider facilities--comfortable meeting rooms. Consider location--comprehensive coverage of the state.
- Announce orientation sessions.
- Conduct orientation sessions
- Prepare report on orientation sessions, answering the following questions: How many people attended? What was general mood of group? What was the thrust of questions? How could the presentation be improved?

Training People to Implement the Plan

Persons who have the responsibility for implementing the state plan should be thoroughly familiar with its operation, particularly the decision points and the bases for making the decisions. Also, training the implementers of the plan enhances the probability of its being accepted and effective. The steps for ensuring adequate training are listed below.

- Delineate the objectives of the training, including the generic training objectives to be achieved by all persons involved in the implementation of the plan; the specific training objectives for persons responsible for implementation by position (i.e., superintendents, principals, inservice coordinators, advisory councils).
- Select the appropriate activities to accomplish the training objectives.
- Develop the training materials.
- Specify the time, place, and number of sessions.
- Select the persons who will do the training.
- Develop an evaluation design to be used to assess the progress toward the expected training outcomes.
- Allocate the funds to accomplish the training.
- Conduct the training

Putting the State Plan in Operation

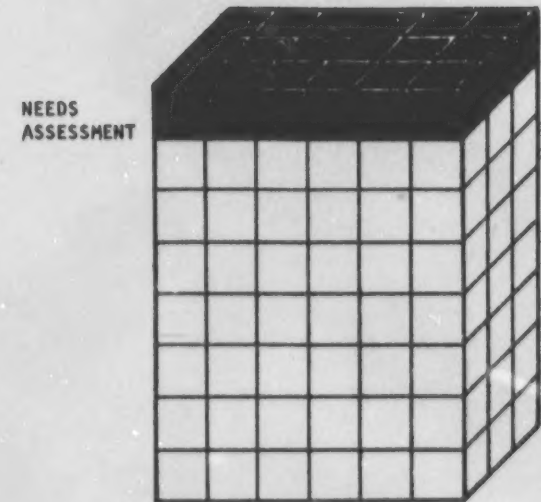
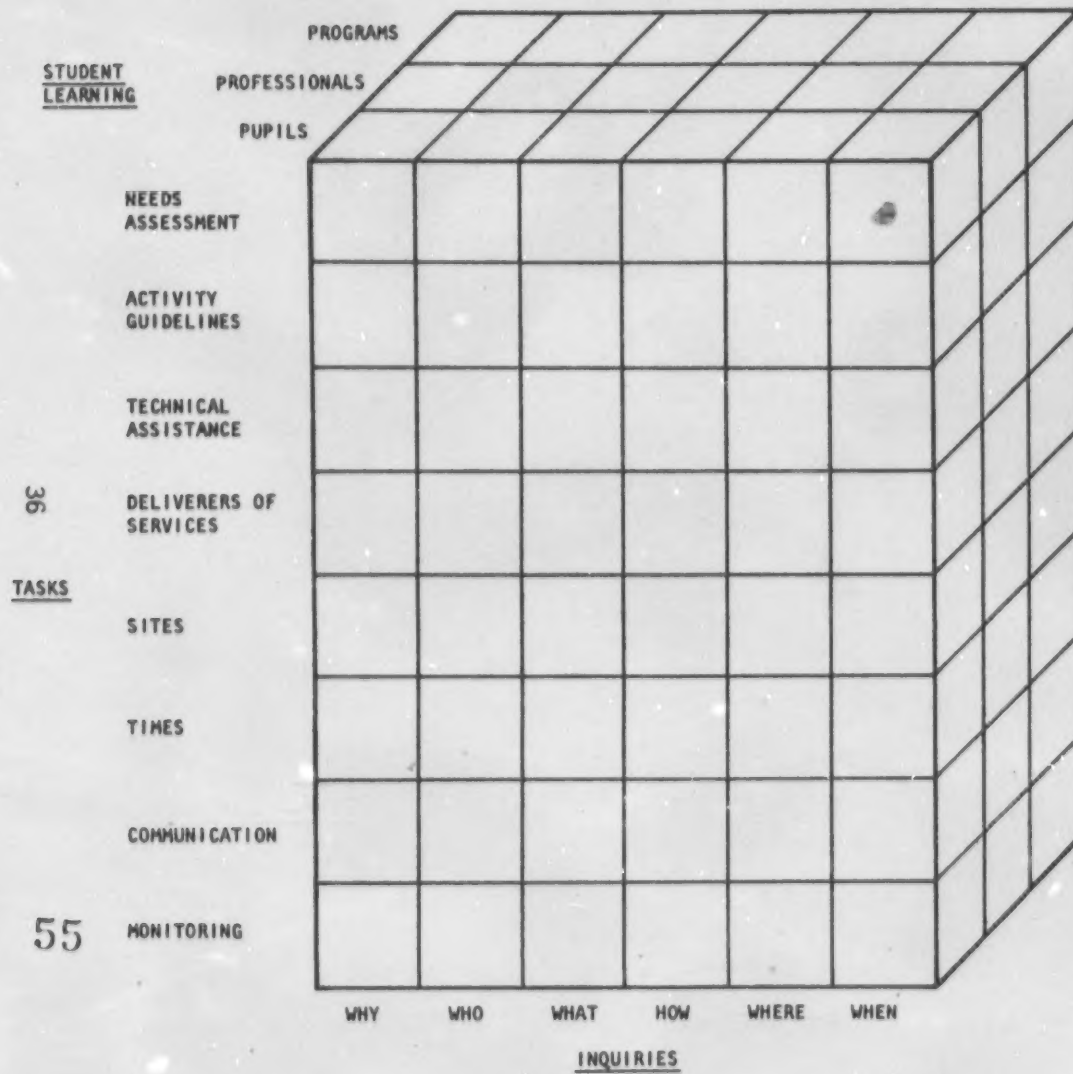
A state plan for staff development moves toward full operation as the following tasks are completed:

- Needs assessments have been done to identify the objectives for the activities to be offered.
- Guidelines for program activities have been written.
- Technical assistance has been identified and is available.
- Deliverers of services have been identified.
- Sites and times for activities have been scheduled.
- The necessary communication about activities takes place.
- Activities are conducted.
- Program monitoring occurs.

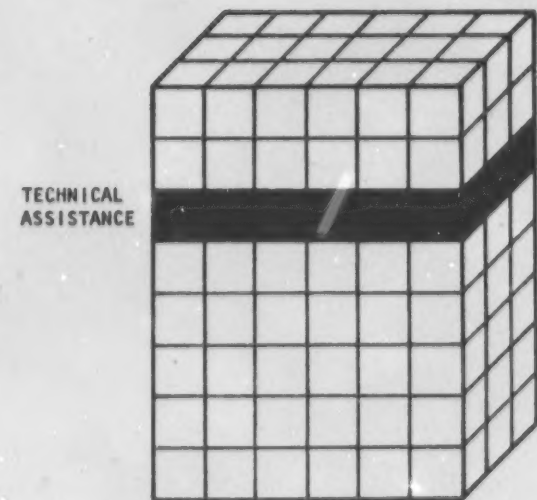
While this list is not exhaustive, the tasks noted are basic to implementing a state plan.

In order to provide a systematic approach to the operation of a plan, the planning matrix in Figure 7 was devised. The essential factors are identified on the three axes by the terms ~~student~~ learning, tasks, and inquiries. These broad terms are further defined by the specific factors used as labels for the cells of the matrix.

The matrix should be used in the following manner. First, identify the people or activity to be affected by the state plan (or a single activity of the plan). Then, note in the boxes formed by the intersections of the tasks and inquiries the why, who, what, etc. of the task. For example, suppose a state plan is intended to improve a school's programs. The focus would be on student learning through programs; however, educational personnel (professionals) and pupils become foci, also. A task essential to improving school programs is needs assessment. Answering the inquiries of why do a needs



7a



7b

56

Figure 7: A Planning Matrix for Putting the State Plan in Operation

assessment, who is to do it, what it will look like, how it will be accomplished, and where and when it will be done will give guidance in conducting a needs assessment directed at improving school programs. This is shown in Figure 7a. By answering the inquiries relative to each of the other tasks, an outline of the whole operation of the plan will be accomplished. Figure 7b shows how this is accomplished for the task of technical assistance.

Evaluating the State Plan

Evaluation appears in two places in the framework described in this document. First, it is identified as a generic component of a state plan (pages 13 & 29). Second, it is included as a part of the implementation phase (page 13). Evaluation has the unique status of being both a component and a portion of a phase because it is a process which must be planned for; the assumptions, goals, and objectives of evaluation must be stated clearly. Further, though, as evaluation of the state plan is accomplished it overlays all the other components because it includes an assessment of how well the objectives of each generic component have been realized. This relationship is shown in Figure 8.

In this document, evaluation is defined as a comprehensive analysis of the implementation and outcomes of the state plan in order to make informed judgements about the quality of the plan in reference to its purposes (Stufflebeam, et al, 1972 & Chase, 1974). It is the examination of the state plan in order to determine (1) the degree to which the plan is in operation, and (2) the degree to which its goals have been realized.

A thorough evaluation may be accomplished by examining the seven components of the state plan in terms of context, processes, and

38

PHASES OF STATE PLAN GENERIC COMPONENTS	PRE-PLANNING PHASE	PLANNING PHASE	CONSTRUCTION PHASE	IMPLEMENTATION PHASE	CONTINUOUS RENEWAL PHASE
GOVERNANCE					EVALUATING THE STATE PLAN
NEEDS ASSESSMENT					
PROGRAM DELIVERY					
OUTCOMES					
REWARDS/INCENTIVES					
EVALUATION					
FUNDING					

Figure 8: Interrelationship of Evaluation Generic Component & Evaluation Portion of the Implementation Phase

outcomes. Context is the geographic, socio-economic, and political conditions under which the plan takes place. Processes are the series of actions or operations designated in the plan. Outcomes are the intentional and incidental results of the plan. A structure for accomplishing the examination of the seven components in terms of context, processes and outcome is detailed in the section immediately following.

Structuring the evaluation. While an ultimate outcome of staff development is enhanced student learning, the evaluation of a state plan should encompass a larger inquiry. A comprehensive evaluation requires that a conceptual structure, similar to the following one, be developed and used.

The evaluation structure to be described involves a three-way analysis. The generic components of the state plan (governance, needs assessment, etc.) are to be examined in terms of the general areas of context, processes, and outcomes which are delineated further by specifications applicable to each component and general area; the specifications are: (1) evaluation questions, (2) measurement techniques and sampling procedures, (3) strategies for collecting and interpreting the information, and (4) responsibilities of individuals and groups. The structure just described is shown in Figure 9.

As planners moved through the planning phase described on pages 18-23, they were to identify assumptions, goals, and objectives for each generic component (governance, needs assessment, etc.). When the plan was adopted, it included a clear statement of objectives for the plan generally and/or for its specific components. In the evaluation structure

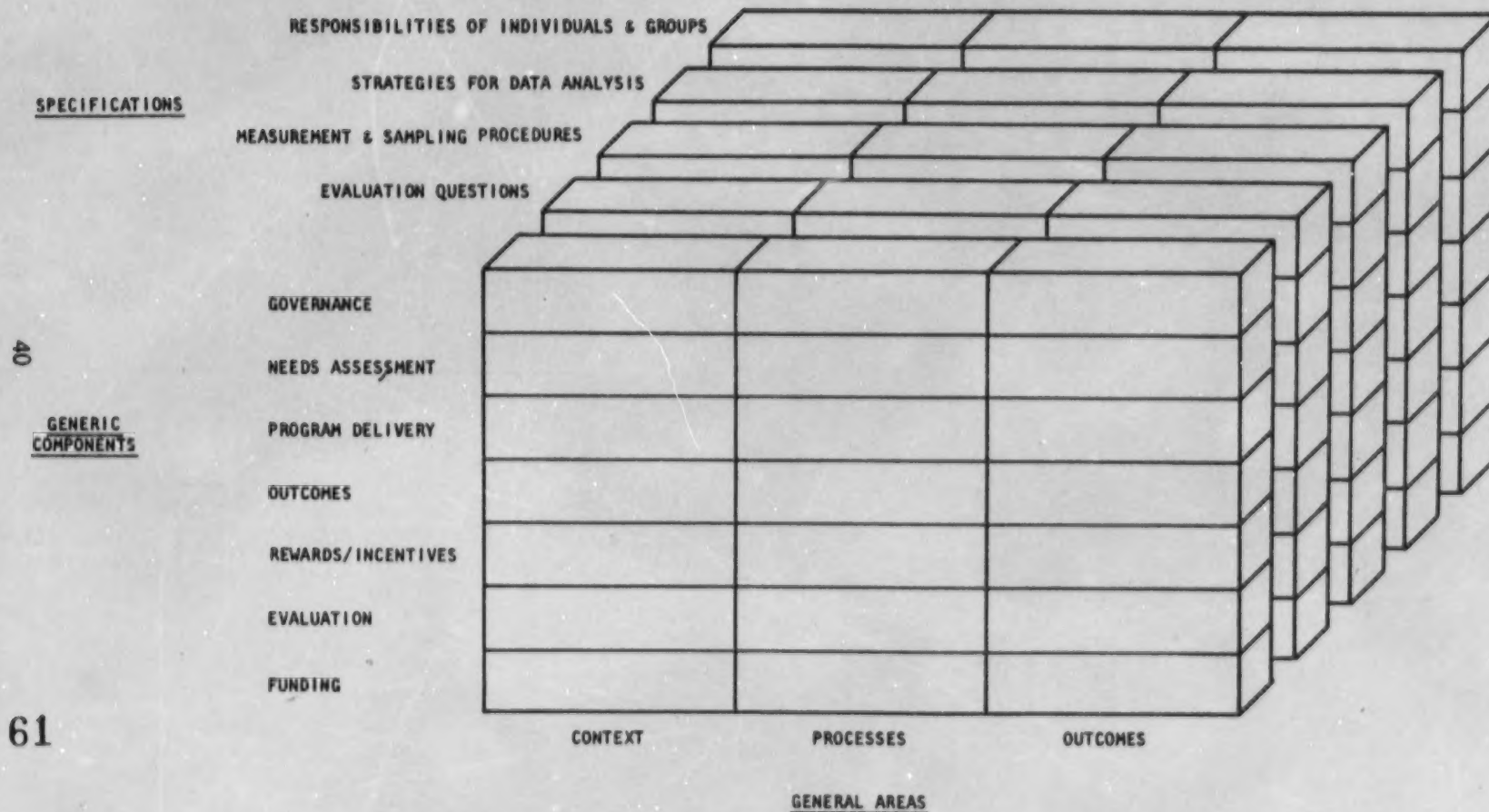


Figure 9: Evaluation Structure

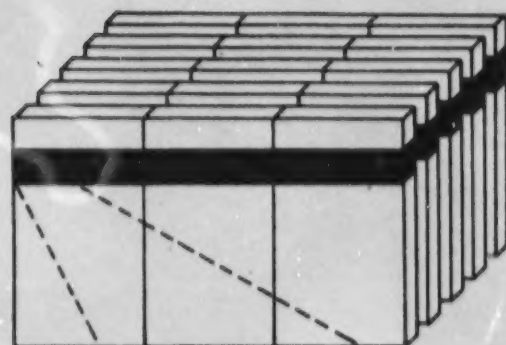
shown in Figure 9, the components are to be examined relative to the general areas of context, processes, and outcomes. For example, the objectives of the plan would be analyzed in terms of the context in which the plan actually occurred. Also, they would be contrasted to the processes of the plan--both actual and intended. And, finally, the objectives would be examined in relation to both the intentional and incidental outcomes. The data collected here describe the realities of the plan generally.

The realities of the plan may be detailed by the specifications (evaluation questions, measurement technique, etc.) delineated in each of the general areas. Thus, the evaluation structure proposed here acts like a grid (components & general areas) with a fine filter (the specifications).

Doing the evaluation. An example of the evaluation structure just described will be helpful. A complete sample evaluation of a state plan will not be presented; however, one component (needs assessment) will be outlined in terms of the structure just described.

An assumption of the needs assessment component might be: Staff development activities are more effective when they are designed to meet specific needs of participants. A goal derived from this assumption is: All staff development activities shall be based on the assessed needs of participants. From this assumption and this goal, the plan identifies the objective: Each staff development activity will be based on the results of a needs assessment of participants in the activity. The needs assessment will have been conducted not more than three years prior to the activity.

Figure 10 shows just the needs assessment portion of the total structure shown in Figure 9. The assumption, goal, and objective



ASSUMPTION: Staff development activities are more effective when they are designed to meet specific needs of participants.

GOAL: All staff development activities shall be based on the assessed needs of participants.

OBJECTIVE: Each staff development activity will be based on the results of a needs assessment of the participants in the activity. The needs assessment will have been conducted not more than three years prior to the activity.

CONTEXT	PROCESSES	OUTCOME INTENTIONAL/INCIDENTAL
<u>Evaluation Question:</u> What political constraints affected attitudes toward the needs assessment?	<u>Evaluation Question:</u> Were needs assessments accomplished via established procedures?	<u>Evaluation Question:</u> What percentage of intended outcomes can be traced back to the needs assessment?
<u>Measurement Technique & Sampling Procedures</u> Interviews Random Sample	<u>Measurement Technique & Sampling Procedures</u> On-site evaluation team interviews all program directors in a school district.	<u>Measurement Techniques & Sampling Procedures</u> Formal questionnaire of participant reactions to activities/random sample.
<u>Strategy for Collecting & Interpreting Information</u> Survey instrument/evaluation team. Personal interviews are used to collect an outline of political constraints. Data are categorized by topics emerging in the interviews.	<u>Strategy for Collecting & Interpreting Information</u> Collect sample of needs assessments instruments/evaluation team.	<u>Strategy for Collecting & Interpreting Information</u> Questionnaire results are used to analyze relationship of needs, objectives, activities, and outcomes.
<u>Responsibility of Individuals & Groups</u> Did person or group responsible actually do the needs assessment?	<u>Responsibility of Individuals & Groups</u> Did person or group responsible for needs assessment actually facilitate use of guidelines?	<u>Responsibility of Individuals & Groups</u> Do program evaluators use results to improve needs assessment and activities?

Figure 10: Needs Assessment Portion of the Evaluation Structure

identified above are included in Figure 10 along with examples of the specifications to be addressed in the areas of context, processes, and outcomes. In doing an evaluation, more than one evaluation question will be identified for each generic component. The sample does portray the thoroughness of an evaluation, however.

Continuous Renewal of the State Plan

A state plan for staff development should be updated and improved continuously as shown in Figure 2. The cyclical nature of the plan (Figure 3) calls for a provision that new information and knowledge be incorporated into the plan. Thus, planners will want to establish what has and has not occurred by carefully studying information collected during the evaluation process. The primary purpose of the continuous renewal phase is to obtain information that can be used for improving the state plan. The results of the continuous renewal should be positive; the state plan should be re-designed to eliminate weaknesses and incorporate new insights and knowledge about staff development.

Basic Considerations

The purpose of continuous renewal is to get a new or better perspective on the state plan. It is the time to study the data collected during the evaluation phase and systematically review the state plan. Some of the concerns that should be attended to in this process include the following:

1. Are the assumptions of the state plan still valid? What evidence of their validity exists? Do the assumptions have to be modified?
2. Have the goals of the state plan been realized? What evidence exists to support the realization of the goals?
3. Given the assumptions and goals of the plan and the realities of its implementation, how effective was each component of the state plan?

A Strategy for Continuous Renewal of the State Plan

In rethinking the state plan, planners will want to do an analysis which involves three stages. First, information will have to be collected about (1) the state plan, (2) new realities which must be considered, and (3) hunches which planners may have. Second, the state plan will have to be examined in light of the information collected. The last stage includes (1) drawing conclusions from the data, and (2) restructuring the state plan in accordance with the conclusions.

The information collection stage. Information about the three general areas identified above (the state plan, new realities, and hunches) should be collected. Much of the data relative to the state plan will have been collected as part of the evaluation stage. The data will be both objective and informal. In order to ensure a broad base of reactions to the plan, the planners should undertake a series of steps similar to those in the adoption phase. The public, the legislature, the state board of education, professional educational organizations, and higher education should all have an opportunity to express their opinions regarding the processes and products of the plan.

The new realities to be considered include recent local, state, or federal mandates for education, the results of educational research, new technologies, and budgets. The new realities and their implications can be brainstormed by planners.

A last area to explore is hunches. Now that the plan has been in operation, what hunches do the planners have about it? A list of the hunches may be sufficient.

The examination stage. When the information from the data collection, the new realities, and the hunches has been gathered and organized, look at the major components of the state plan in light of the

information and reach conclusions about how to modify the state plan. Figure 11 depicts one way to analyze a state plan, in terms of the information collected. Please note that the assumptions and goals of a state plan are both criteria for evaluating the other elements of the plan and areas to be evaluated in terms of data, new realities, and hunches.

The restructuring stage. From the general strategy given in Figure 11, planners may devise individual checksheets for each component of the state plan that is to be evaluated. For instance, the assumptions and goals of the state plan could be listed on a sheet of paper and evaluated in light of data, new realities, and hunches. The pertinent data, new reality, or hunch would be noted in a second column, and the action/conclusion could be stated briefly in a final column. By following a similar procedure for each component, planners would have a comprehensive description of the state plan and some clear directions for change if modifications are indicated.

By accomplishing the renewal of a state plan, planners will have moved full circle as shown in Figure 3 on page 15. They will be ready to plan, construct, and implement a state plan which incorporates the modifications identified in the renewal process. Their second experience with the whole process should be more relaxed and undertaken with considerable less anxiety than their initial experience in planning statewide staff development.

To conclude this document, a brief afterword follows. It includes (1) a reiteration of the purpose of the document, (2) some suggestions on next steps, and (3) a note from the authors.

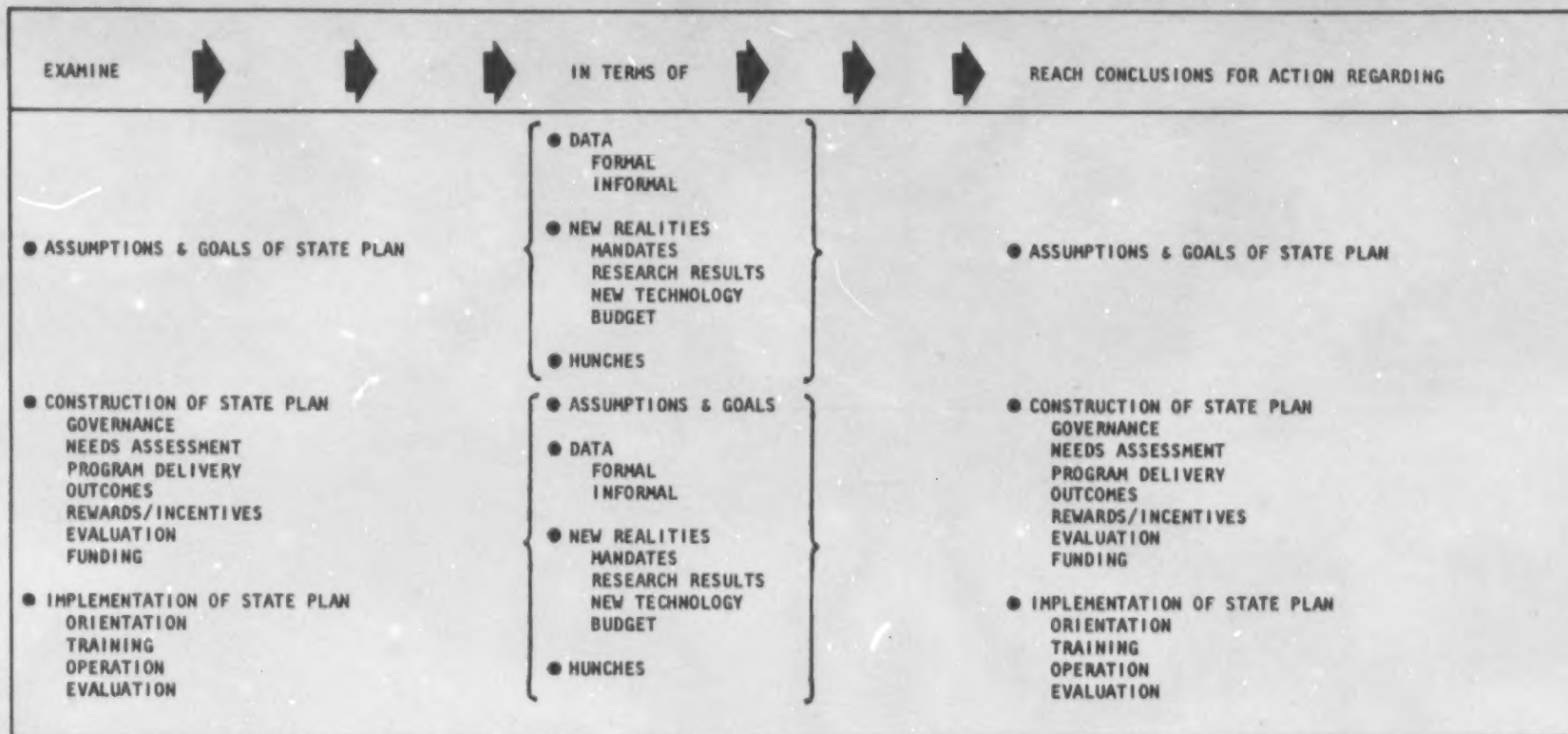


Figure 11: A Strategy for Analyzing the State Plan
During the Continuous Renewal Phase

AFTERWORD

About This Document

The Four State Project steering committee drew upon its collective experiences and expertise to develop this document which describes a framework for planning statewide staff development. Primarily it is intended for use by state department of education personnel. However, it may be of interest to any individual or group concerned with providing staff development activities to educational personnel.

This framework provides a starting point for states wanting to begin planning for staff development. It identifies a process for an informed and systematic approach to the planning of statewide staff development. Further, by giving a direction for planning, it may stimulate readers to develop variations more appropriate for the circumstances in their state.

Further, the document is concise. The generic components and phases of a statewide plan are identified and their interrelationships are presented in a format which is not unwieldy.

Finally, the framework presented in this document will lessen the anxiety of planners and participants. Planners will be less anxious because the complex and elusive process of statewide planning for staff development has been conceptualized in manageable units of components, processes, and outcomes. Participants will have lower anxiety about the state plan for staff development because provision will be made to address their needs within a system which specifies the parity of participants in designing and implementing the plan.

Looking Ahead

At least three matters related to this document may need to be addressed in the near future. First, the framework described in this document should be tested in some states and strengthened on the basis of the data collected.

Second, the professional development of personnel from state education agencies, colleges and universities, and professional organizations needs additional attention. The emphasis on staff development activities for school employees leaves a large segment of the educational community untouched by systematic planning for professional growth. The articulation of the professional development of educational personnel nationwide should be accomplished through the cooperative efforts of the Council of Chief State School Officers, professional organizations (AFT, NEA, AASA, NCSIE, AACTE, ATE for instance) and the federal government.

Lastly, staff development should be viewed within the larger context of school improvement plans. Staff, curriculum, school climate, and community interrelate to form a complex system which may impact on student learning in positive and negative ways. Nothing short of a wholistic approach to the system will effectively accomplish the goal of delivering quality education to our school children.

A Brief Note from the Authors

Staff development is intended to improve the quality of education offered in our schools. It is a serious, exciting, care-filled activity. We have developed this guide to planning statewide staff development with the hope that the programs which result will enrich the lives of school pupils. Because it is a guide, you are urged to adapt it to the

needs of your state. Please modify it as needed and mold it through your own creativity so that it is useful to you.

You are reminded that the model does not describe a system to be imposed by a state department of education. Instead, it identifies the major phases and generic components of any effort to deliver staff development activities throughout a state. A statewide plan, a profession-wide support system, a systematic program, a state plan--all these terms describe similar sets of events which lead to comparable outcomes--the provision of activities designed to expand the job-related capacities of educational personnel within a state.

By expanding the capacities of educational personnel for working effectively with children, individual educators, a local school district, and the state can meet their responsibilities for educating our youth. By being both a teacher and a learner simultaneously, individual educators will evidence their respect for their profession and their pupils; and they will be living proof that education is a continual process and extends across one's lifetime.

The Four State Project steering committee hopes that this document will be useful to you. Please feel free to contact any of the committee members with any questions or concerns you may have about this document.

SELECTED BIBLIOGRAPHY

Note: To assist the reader, the bibliographic items are arranged in the following manner: First there is a section containing references dealing with the principles of staff development (listed on page 4 of the text). Second, there are sections with references pertaining to each major phase of the process for statewide planning for staff development (shown in Figure 2).

Principles of Staff Development¹

- Andrews, Ted (Ed.). Issues in inservice education, state action for inservice. Syracuse, New York: National Council of States on Inservice Education, 1977.
- Crowell, R. A. & Harring, R. The development of an inservice education program for the professional development of teachers: A heuristic model. Kalamazoo, Michigan: Western Michigan University, Center for Educational Research, 1975.
- Edelfelt, Roy A. (Ed.). Inservice education: Criteria for and examples of local programs. Bellingham, Washington: Western Washington State College, 1977.
- Edelfelt, Roy A. & Johnson, Margo. Rethinking in-service education. Washington, D.C.: National Education Association, 1975.
- Freiberg, Jerome & Olevarez, Ruben (Eds.). Dimensions of inservice education, the Texas Teacher Corps experience. Washington, D.C.: Teacher Corps, U. S. Office of Education, 1978.
- Harring, L. Richard; Bosco, J. M; Crowell, R. A.; & Burns, J. W. The development and evaluation of an inservice education model to develop informal individualized learning and teaching practices. Kalamazoo, Michigan: Western Michigan University, Center for Educational Research, 1975..
- Hite, Herbert. A planning process for inservice education, Western Washington State College. Teacher Corps Reports: Inservice Development Processes. Washington, D.C.: U.S. Office of Education, 1977.
- Lippit, Ronald & Fox, Robert. Development and maintenance of effective classroom learning. In L. Rubin (Ed.), Improving inservice education. Boston, Massachusetts: Allyn and Bacon, 1971.

¹The principles of staff development and this list of attributions were provided by Dr. Thomas Ryan, Western Michigan University, Kalamazoo, Michigan.

Pipes, Laura (Ed.). Collaboration for inservice education: Case studies. Washington, D.C.: ERIC Clearinghouse on Teacher Education, 1978.

Watkins, Roger. Inservice training. London: Ward Lock Education, 1973.

Pre-planning Activities

Inservice. Syracuse University: National Council of States on Inservice Education, 1976, September, 1-3, 9.

Inservice. Syracuse University: National Council of States on Inservice Education, 1976, October 1, 2, 4, 5, 10.

Inservice. Syracuse University: National Council of States on Inservice Education, 1976, May, 9, 12.

Inservice. Syracuse University: National Council of States on Inservice Education, 1978, May, 1-2.

Issues in inservice education. Syracuse University: National Council of States on Inservice Education, 1976, 9-20.

Joyce, McNair, Diay, McKibbin, with Waterman and Baker. ISTE report II: Interviews. Syracuse University: The National Dissemination Center, 13-16, 24-27.

Joyce, McNair, Diay, McKibbin, with Waterman and Baker. ISTE report IV: Creative authority and collaboration. Syracuse University: The National Dissemination Center, 6-31.

Roth, Robert. The role of the state in performance-based teacher education-certification. In Theodore E. Andrews (Ed.), Assessment. Multi-State Consortium on Performance-Based Teacher Education, 1973.

State leadership for inservice education. Report of work sessions 2 & 3, Phoenix, Arizona. Syracuse University: National Council of States on Inservice Education, 1978.

Planning for a State Plan

Inservice. Syracuse University: National Council of States on Inservice Education, 1978, September, 2-3.

Joyce, McNair, Diay, McKibbin, with Waterman and Baker. ISTE report I: Issues to face. Syracuse University: The National Dissemination Center, 1-7.

State Leadership for inservice education. Report of work session 4, Phoenix, Arizona. Syracuse University: National Council of States on Inservice Education, 1978.

Constructing a State Plan

Documenta II: Educators together; Toward inservice education policy. Report of the New York State Invitational Conference on Inservice Education, New York City, 1976. Fordham University: New York State Teacher Corps Network, 9-28.

Hanson, John (Ed.). Governance by consortium, Performance Education, The National Consortium of Competency Based Education Centers, Theodore E. Andrews, Project Director, 1973, pages 26-34, 53-60.

Inservice. Syracuse University: National Council of States on Inservice Education, 1977, March, 3, 6-7.

Inservice. Syracuse University: National Council of States on Inservice Education, 1978, October, 7, 9, 14.

Inservice. Syracuse University: National Council of States on Inservice Education, 1978, July, 2-4, 11.

Joyce, McNair, Diay, McKibbin, with Waterman and Baker. ISTE report I: Issues to face. Syracuse University: The National Dissemination Center, 7-20.

Joyce, McNair, Diay, McKibbin, with Waterman and Baker, ISTE report IV: Creative authority and collaboration. Syracuse University: The National Dissemination Center, 115-125.

Issues in Inservice Education. Syracuse University: National Council of States on Inservice Education, 1976, 23-24, 55-68.

State leadership for inservice education. Report of work sessions 5 & 6, Phoenix, Arizona. Syracuse University: National Council of States on Inservice Education, 1978.

Implementing a State Plan

Chase, C. I., Measurement for educational evaluation. Philippines: Addison-Wesley, 1974.

Hobar, N. & Shelly, A., Criteria for developing a professional development needs assessment process. Paper presented at the annual Superintendents' Conference, West Virginia Department of Education, Canaan Valley, West Virginia, June 1978.

Inservice. Syracuse University. National Council of States on Inservice Education, 1976, October 8-10.

Inservice. Syracuse University: National Council of States on Inservice Education, 1977, November, 4, 9, 10.

Inservice. Syracuse University: National Council of States on Inservice Education, 1977, September, 1, 2, 4, 5, 7.

Inservice. Syracuse University: National Council of States
on Inservice Education, 1978, October, 9, 14, 15.

Popham, W. James. Applications of teaching performance tests to
inservice and preservice teacher education. In Theodore E.
Andrews (Ed.), Assessment. Multi-state Consortium on
Performance-Based Teacher Education, 1973.

Stufflebeam, D. I.; Foley, W. J.; Gephart, W. J.; Guba, E. G.;
Hammond, R. I.; Merriman, H. O; Provus, M. M. Educational
evaluation and decision making. Itasca, Illinois: F. E.
Peacock Publishers, Inc., 1972.

Continuous Renewal of a State Plan

State leadership for inservice education. Report of work
session 7, Phoenix, Arizona. Syracuse University:
National Council of States on Inservice Education, 1978.

APPENDIX: INFORMATION COLLECTION WORKSHEETS AND QUESTIONS

Information Collection Worksheet: <u>STUDENTS</u>			
General Descriptors	Topics to be Addressed	Sources of Information	Method of Collection
Current Status	1. Achievement	National State District	Available data
	2. Demographic	National State District	Available data Questionnaire
Emerging Trends	1. Achievement	National State District	Available data Literature search
	2. Demographic	National State District	Available data Literature search

Pertinent Questions: STUDENTS

1. Is student achievement below the state norm in a significant number of school districts? Can such school districts be categorized in any way?
2. On a statewide basis, is student achievement improving?
3. Have there been significant population shifts in recent years?
4. Is there a disproportionate percentage of one or more ethnic groups which would require alternative instruction?
5. In light of the data collected on student achievement and demographics, what will the district pupil population be like in five years? In ten years?
6. What implications do the projections have for staff training? Should anything be initiated now?

Information Collection Worksheet: <u>EDUCATIONAL PERSONNEL</u>			
General Descriptors	Topics to be Addressed	Sources of Information	Method of Collection
Current Status	1. Demographics of Educational Personnel a. Certification b. Age c. Degree d. Experience e. Salary Classification	State, regional, local records	Search existing records
	2. Involvement in Staff Development a. degree of b. areas of c. extent of d. incentives	State, regional, local, and individual records	Survey or Questionnaire
	3. College/Graduate Coursework	Individuals	Survey
	4. Professional Associations	Organizational Policy Statements	Survey
Emerging Trends	(same as above)		

Pertinent Questions: EDUCATIONAL PERSONNEL

1. Has the total number of professional personnel in the state been declining?
2. Has the number of permanently certified personnel increased or stabilized?
3. Has the number of professional personnel in differing age brackets increased, decreased, or remained unchanged?
4. Are professional personnel advancing their level of formal education?

5. Is there a significant level of teacher involvement in the development, implementation, and evaluation of inservice programs at the district level? At the state level?
6. Has the level of teacher involvement in inservice education undergone significant changes?
7. What is the level of personnel involvement in all forms of continuing education?
8. What percentage of professional personnel have union or organizational membership?
9. Is union membership on the rise or decline?
10. Is high union membership related to active involvement in inservice management?
11. Are professional personnel receiving salary increments for district sponsored inservice attendance?
12. What percentage of professional personnel are at the 10th, 25th, 50th, 75th, and 90th percentile of a statewide salary schedule?
13. How much is being spent to reimburse personnel for credit-bearing college or university courses?
14. In light of enrollment projections, how will the state's/district's staffing pattern change in five years.? In ten years? Where will the changes be most marked?
15. What specific responsibility does the state have for assuring a quality educational program?
16. Has policy been established about retraining of educational personnel in a diminishing job market?
17. How will the present tenure law impact on a decreasing need for staff?

Information Collection Worksheet: <u>DISTRICTS/COMMUNITIES</u>			
General Descriptors	Topics to be Addressed	Sources of Information	Method of Collection
Current Status	1. Income & Expenditures a. total b. for inservice	State Region Districts	Available data Survey District record analysis
	2. Achievement	State	Available data Districts
	3. Inservice Activity a. program type b. number of programs c. personnel involved d. incentives e. policy f. plans	Districts	Survey
	4. Population	Census	Available data
	5. School Management	Districts	Survey of states and regions
	6. Institutions of Higher Education	Districts Institutions involvement	Survey Survey of higher education
	7. Staff	State Region	Available data Survey of districts
Emerging Trends	1. State funding	State Districts	Available data Survey
	2. Income & Expenditures	State Districts	Available data Survey
	3. Population	Census (State/ Federal)	Available data
	4. Achievement	State Districts	Available data Available data

Pertinent Questions: DISTRICTS/COMMUNITIES

1. Do school districts in the state expend enough funds for inservice education? Is this trend increasing?
2. What was the statewide ratio of funds expended to number of professionals? How does the state ratio match various regions or districts?
3. Is a significant portion of funds expended used to reimburse professionals for credit-bearing courses taken through institutions of higher education?
4. Is a significant portion of funds expended for inservice activities used for supporting services rather than program delivery?
5. Are districts with low inservice activity level also districts of low student achievement?
6. Is there a high proportion of inservice programs that respond to job-related needs?
7. Are inservice program offerings based on systematic needs assessment?
8. Do teachers participate in inservice planning and evaluation?
9. Do districts have stated inservice policies or plans? How can these plans be classified? Are most of them clear, reasonable, and comprehensive?
10. Have district staffs stabilized?
11. Is the management of inservice programs representative of the total school staffs?
12. Do institutions of higher education have a significant role in inservice planning, implementation, or evaluation? What is their role? What should the role be?

13. What types of services are institutions of higher education being asked to deliver?
14. What are districts' perceptions of higher education's involvement in inservice education?
15. Has there been a significant change in state-aid to schools?
16. Have there been significant shifts in population concentrations in the state?
17. Have there recently been significant shifts in school district boundaries which will affect instructional planning?
18. Have there been recent alterations in district curriculums?
19. Do district goals and objectives run counter to personnel goals and objectives?
20. In what way would the various management procedures and behavior affect the creation or implementation of a good set of inservice activities?

Information Collection Worksheet: <u>STATE</u>			
General Descriptors	Topics to be Addressed	Sources of Information	Method of Collection
Current Status	1. Aid to districts	State Education Agency	Available data
	2. Perceptions of Inservice	State Education Agency Staff	Interviews Questionnaire Existing data
	3. Inservice delivery	State Education Agency	Interviews Questionnaire Review of bureaus' reports
Emerging Trends	1. Aid to districts	State Education Agency	Available data Review of mission statements
	2. Inservice delivery	State Education Agency	Review of mission statements
	3. Curriculum a. State b. Local	State Education Agency	Survey

Pertinent Questions: STATE

1. Is state aid to districts sufficient to support systematic inservice?
2. Is there strong support of inservice among leaders in state agencies?
3. What is the present and planned commitment to inservice by various bureaus of the state education agency?
4. What portion of state monies are presently used for inservice activities by the local districts?

5. What portion of bureau budgets are allotted for inservice delivery to local districts?
6. Has the state education agency recently shifted the emphasis of the state curriculum?
7. How can assurances be made that state concerns for cost effectiveness, numbers to be involved, program, management goals, and personnel involvement will be addressed?

Information Collection Worksheet: <u>FEDERAL</u>			
General Descriptors	Topics to be Addressed	Sources of Information	Method of Collection
Current Status	1. Mandated programs which include inservice	U. S. Office of Education State Education Agency	Available data Legislation Interviews
	2. Categorical programs Special Education "Bilingual Education" "Right to Read" Title II	U.S. Office of Education State Education Agency	Legislation analysis
	3. Title IV & V	U. S. Office of Education	Legislation analysis
	4. Teacher Corps	U. S. Office of Education	Legislation analysis
	5. Teacher Centers	U. S. Office of Education	Legislation analysis
Emerging Trends	1. Changes in funding of existing programs	Congressional Record	Legislation analysis
	2. New programs	U. S. Office of Education	Legislation analysis

Pertinent Questions: FEDERAL

1. Are there mandated federal programs that require use and knowledge of skills by the professional staff for which they have not received training?
2. Do professional staff perceive a gap in their training as to what is required of them as a result of a federal mandate?

3. Are there categorical programs funded by the federal government which would support inservice education?
4. What impact will ESEA Titles IV & V have upon federal support of inservice education?
5. How will the Teacher Corps emphasis on inservice education affect higher education's delivery of services in the state?
6. If the state has at least one federally supported teacher center, will knowledge of its operation greatly enhance a positive attitude in other professionals in the state?
7. Are new federal emphases anticipated which will aid in the development of inservice planning in the state?

Information Collection Worksheet:
INSTITUTIONS OF HIGHER EDUCATION (IHE)

General Descriptors	Topics to be Addressed	Sources of Information	Method of Collection
Current Status	1. Inservice activity	2yr, 4 yr, and grad centers School districts	Available data Survey
	2. Number of IHE involved in inservice	School districts	Available data Survey
	3. Areas of IHE involvement	School districts	Survey
	4. Programs offered	IHE	Survey
	5. Flexibility in offering inservice	IHE	Survey
	6. Staffing inservice	IHE	Survey
	7. Funding for inservice (full time equivalent)	IHE	Survey Available data
	8. Enrollment in inservice	IHE	Survey
	9. Areas of expertise	IHE	Survey
Emerging Trends	1. Inservice activity	IHE School districts	Available data Survey
	2. Funding for inservice (full time equivalent)	IHE	Available data
	3. Staffing inservice	IHE	Survey
	4. Enrollment in inservice	IHE	Survey

Pertinent Questions: INSTITUTIONS OF HIGHER EDUCATION (IHE)

1. Do IHEs deliver a large portion of inservice programs? Are there specific institutions that provide more than others? If so, where are they? Why?
2. Do IHEs desire a more active role in inservice development at the local level?
3. In what aspects of inservice education are the IHEs most involved?
4. Are IHE inservice programs addressing district goals and objectives?
5. Are IHE inservice programs based on a systematic needs assessment at the local level?
6. Can IHE inservice programs be designed and delivered within a relatively short period of time from the date of request?
7. Do IHEs allocate a significant portion of resources for inservice development and delivery?
8. Is IHE staff given sufficient time, resources, and incentive to participate in inservice development and delivery?
9. Do IHE faculties have sufficient expertise in meeting local needs?
10. Are enrollments dropping in graduate and undergraduate programs of teacher education?
11. How and where are IHEs and districts closely working with each other?
12. What role will IHEs be able to play in five years? In ten years? What should the IHE role be?

Information Source Worksheet: <u>Industry</u>			
General Descriptors	Topics to be Addressed	Sources of Information	Method of Collection
Current Status	1. Gross Income & expenditures for inservice	Major and Minor a. industrial b. manufacturing c. service organization d. wholesale and retail	Interview Annual reports
	2. Inservice Activity: a. objectives b. types of programs c. number of programs d. incentives e. policy f. plans & planning g. delivery mechanism h. method of evaluation i. feedback mechanism j. population served	Major and Minor a. industrial b. manufacturing c. service organization d. wholesale and retail	Interview Annual reports Program plans
Emerging Trends	1. Funding	Major and Minor a. industrial b. manufacturing c. service organization d. wholesale and retail	Interview Annual reports Program plans
	2. Innovations		

Pertinent Questions: INDUSTRY

1. Do industry and small business expend significant funds for inservice education? What other types of support are provided (i.e., use of equipment, facilities, services)?
2. Are inservice activities designed to address job-related or personal needs?
3. Are inservice activities offered during regular working hours?
4. What are the typical rewards for personnel participating in inservice activities?
5. What organization(s) delivers the inservice activities?
6. Are the participants involved in planning the inservice activities?
7. Is inservice evaluation tied, in any way, to job performance or increased productivity?